

san francisco
police department

1878

1906

1934

annual report

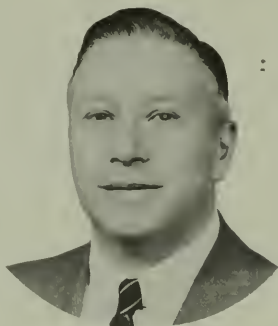
1945

1957

DOCUMENTS DEPT.

OCT 27 1958

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MESSAGE OF COMMISSION PRESIDENT

Since our appointment as Police Commissioners, we have observed at first hand the manner in which members of the Police Department carry out their assigned duties in protecting the lives and property of the citizens of San Francisco.

We are proud to be associated with such a fine law enforcement group, and on behalf of Commissioners McKinnon, Mellon and myself, I want to express our gratitude to the officers and men of the San Francisco Police Department for their unselfish devotion to duty.

PAUL A. BISSINGER

President, Police Commission

ANNUAL REPORT

1957

FROM THE EXPERIENCES OF THE PAST
PLUS
THE ANALYSIS OF THE PRESENT
MUST COME
THE HOPE OF THE FUTURE



REPORT TO THE MAYOR

The Honorable
George Christopher, MAYOR
City and County of San Francisco

Sir:

This Annual Report submitted pursuant to Section 19(e) of the Charter of the City and County of San Francisco marks a year of unusual police progress in this city.

Our crime picture and motor vehicle accident analysis clearly indicate that San Francisco has again taken a position in the forward ranks of Police Departments everywhere.

This report is submitted with a deep sense of gratitude and pride in the accomplishments of the members of this Department without whose undying dedication to service and devotion to duty, this record could not have been achieved.

FRANCIS J. AHERN
Chief of Police



COURTESY OF SOCIETY OF CALIFORNIA PIONEERS

Early San Francisco was more village than city; a seaport that lay sprawling on the barren stretches of sand and rock, surrounded on three sides by water, and known at this time as Yerba Buena. Washington A. Bartlett, San Francisco's first Alcalde, issued an official edict declaring that henceforth from January 30, 1847, Yerba Buena would be known as San Francisco.



COURTESY OF SAN FRANCISCO CHAMBER OF COMMERCE

Today, with a total land area of 44.82 square miles and a population of 814,000, San Francisco is the financial, insurance and recreational capital, and traditional leading world trade center of the West. As northern California's population and industrial development continue their amazing growth, San Francisco has assumed, more strongly than ever, the key role in the promotion of the international commerce of the Western United States.



A HISTORICAL SUMMARY OF THE SAN FRANCISCO POLICE DEPARTMENT

The San Francisco Police Department has built and maintained a reputation that is world renowned — regarded as second to none in the field of law enforcement. Such a reputation is based on a department that has grown from a mere handful of untrained men to a virtual army of qualified experts; a department that knows not only what has to be done, but how to do it efficiently and expeditiously.

Such a reputation is a living tribute to the outstanding quality and character of the department's administrators and members, past and present.

How then, or where does this reputation begin? To determine the origin it is necessary that we examine the historical background of San Francisco and search out the embryonic stages of development.

CALIFORNIA HISTORY

California history had its beginning in 1769 during the period of Spanish military control, and the colonization by Father Junipero Serra and a small band of dedicated missionaries.

In fact, many of the State's outstanding cities had been founded in the well knit plans for establishing Missions throughout the State; from the first, The Mission San Diego, founded in 1769 to the last, The Mission San Francisco Solano, founded in 1823. Each Mission was a cultural center, but one day's journey from the next, established at sites selected for their beauty and accessibility.

The hospitality of the Missions was widely known, for a traveler was well received and welcomed to remain at his pleasure — never being asked from where he came nor his destination. Their hospitality was as infinite as the Word they spread.

Mexico, embroiled in her own battle for independence, had revolted against and thrown off the yoke of Spanish rule. In 1822, possession of California was taken by a massed maneuver of Mexican military and naval forces concentrated at the Port of Monterey.



With the unsteadiness of a new government, Mexican control of California became more doubtful as the internal struggling of the Mexican government spread.

In 1846, a small band of American patriots, headed by Captain Merritt, stepped boldly through the frantic grasps of France and England and raised the flag of the "California Republic" at Sonoma. On July 7 of the same year, formal possession of California in the name of the United States was taken by Commodore Sloat with the raising of "Old Glory" at Monterey. Two days thereafter, the incident was repeated in Portsmouth Square at San Francisco by Captain John Montgomery and 70 sailors and marines.

September 9, 1850 saw the culmination of a struggle for freedom and equality as the United States Congress admitted into the Union the 31st. State — California.

SAN FRANCISCO HISTORY

The beginning of what is now San Francisco was just being founded by the Spaniards when the Liberty Bell pealed the birth of our nation. Colonel Juan Bautista de Anza selected the sites for the Presidio and Mission in March of 1776.

Early San Francisco was more village than city; a seaport that lay sprawling on the barren stretches of sand and rock, surrounded on three sides by water, and known at this time as Yerba Buena.

On August 6, 1846 we find San Francisco's first peace officer as Navy Lieutenant Washington A. Bartlett was appointed Alcalde. On September 15, 1846, Bartlett's appointment was confirmed by popular election. It was Bartlett who authored the edict declaring that henceforth from January 30, 1847, Yerba Buena would be known as San Francisco.

The first semblence of an organized department can be found in 1847 under the leadership of George Hyde. Hyde had been instructed to hold an election for the selection of six men to assist him in maintaining law and order in San Francisco, whose population then stood at 459.

From this point on, the City of San Francisco and its law enforcement agency began their fabulous growth, a growth that is unparalleled in historical annals of cities or nations.

On January 24, 1848 when gold was discovered in Sutter's millrace on the American River, and the evidence reached San Francisco's nearly 900 inhabitants, Sam Brannan, publisher of the town's newspaper, "The Star", led the first gold rush which left only seven inhabitants behind.

In 1849, the population had swelled to 5,000. The irresistible urge to find "golden fortunes" in California had spread to all corners of the globe — and by 1850, San Francisco's population had reached the phenomenal sum of 30,000.

The thousands of ships entering the port brought with them the adventure and fortune seekers, the deserters, and other cast-offs seeking to ply their nefarious trades. Such were the frequenters of the now famous area known as the Barbary Coast. The city proper lay within the area bounded by Montgomery Street, Market Street, Broadway and Van Ness Avenue.

This great surge of unsavory characters into the city gave birth to a reckless and apparent lawless era which knew and feared such infamous gangs as the "Hounds", roaming the city wantonly destroying both life and property.



The small core of law enforcers valiantly and desperately attempted to restrain these depredations. However, being many times outnumbered, they obviously lost ground. Evidencing San Francisco's noted spirit of unanimity, the citizens rallied to assist in ridding the city of this unwanted element.

With the adoption of a City Charter in 1850, and the election of Colonel John W. Geary as San Francisco's first Mayor, the community rewarded the determination of the seven constables by increasing the force to 12 men. On May 1, 1850, Malachi Fallon, former keeper of the New York "Tombs" was appointed the first City Marshal. On July 26, 1851, following the rampages of the vigilantes in their assumption of police functions, the force was increased to 57 men largely through the demands of Robert G. Crozier who had succeeded Marshal Fallon as head of the department. On June 18 of this same year, we find San Francisco's first completely recorded complaint.

The year 1856 witnesses the abolition of the office of "City Marshal" as James F. Curtis, one-time leader of the vigilantes, was installed as San Francisco's first Chief of Police. At this same time under the Consolidation Act, the City and County of San Francisco were made one and the same, with a police force that had been increased to some 150 men.

The following years were marked by the evolution of the department from a rather loose-knit unit to an efficient, well disciplined, semi-military force.

Martin J. Burke was Chief from 1858 to 1865. It was during Burke's tenure that San Francisco became the first department in the nation to use photography in police work. Patrick Crowley followed Burke as Chief until 1874, when Theodore Cockrill was elected to the office. Henry H. Ellis, a brilliant detective, became Chief in 1876.





During the bloody Kearney race riots, John Kirkpatrick was Chief. In 1878, at a strength of 400 men, the San Francisco Police Department became the largest single police force in the West. In April of this same year, the office of Chief of Police ceased to be elective and became appointive.

In 1880, former Chief Crowley again filled the Chief's position. Isaiah W. Lees, internationally famous for his detective ability, became Chief in 1879. On February 13, 1900, William P. Sullivan was appointed Chief, followed in 1901 by George Wittman.

With the turn of a new century, San Francisco was well on the way to her unrivaled pinnacle as the financial, cultural and recreational mecca of the world.

Jeremiah Dinan was Chief from 1905 to 1907. It was during his administration that the police car made its first appearance in San Francisco in the year 1906.

At 5:12 AM on April 18, 1906, San Francisco and its 350,000 population were rocked by an earthquake that registered an 8.25 Richter magnitude and lasted for a terrifying 48 seconds. After a 10 second pause, a second and equally devastating shock followed reducing buildings to mere piles of brick, granite and twisted steel; and bursting gas and water mains.

It was only through the quick acting of Chief Dinan that the police records were salvaged and protected in Portsmouth Square. When an occasional spark ignited the records, the fires were put out with confiscated beer — there being no water available due to the damage of the earthquake.

The damage caused by the earthquake was more than matched by the uncontrolled fires which raged for three days and nights. At the end of this holocaust, there were 452 dead, 1500 injured and 265,000 homeless — property damage was conservatively placed between \$350,000,000 and \$500,000,000.

On September 13, 1907, former Police Commissioner William J. Biggy was appointed Chief. Biggy's death remains one of the unsolved cases of the early century. Returning by launch from a meeting with Commissioner Hugo Kiel in Belvedere on the night of November 30, 1908, Biggy suddenly and mysteriously disappeared.

On December 26, 1908, Jesse B. Cook was selected to fill the position made vacant by Biggy's death. John B. Martin was appointed Chief following the resignation of Cook in January of 1910. In October of that same year following Martin's resignation, Captain of Inspectors John Seymour was appointed Chief.

On June 15, 1911, following a period of political unrest, David A. White was selected as Seymour's successor. Unfortunately, Seymour was not officially notified of White's appointment; Thus for more than a week the department enjoyed the leadership of two Chiefs of Police.

Chief White, a firm believer in complete and adequate records keeping, is generally recognized as the father of the department's modern records system. It was also White who ordered the closing of the world notorious Barbary Coast in 1915.

In 1915, San Francisco was host to the internationally attended Panama-Pacific Exposition. In this same year, by a Charter amendment, Katherine O'Connor, Kathryn Sullivan and Katherine Eisenhart, later to be known as "The Three Kates", became the first Women Protective Officers of San Francisco working under the Captain of Inspectors.

Daniel J. O'Brien, trusted aide to White, was appointed Chief in 1920. One of the founders of the California Peace Officers Association and a constant advocate of a Federal clearing house of crime, Chief O'Brien personally assisted in the formation of the present FBI contributing over 200,000 photographs and fingerprints from the criminal files of San Francisco.

Chief O'Brien, realizing the importance of physical and routine police training, inaugurated another national first with the establishment of the Department Police Academy in 1923.

William J. Quinn, Chief Clerk to O'Brien, was appointed Chief following the retirement of Chief O'Brien in January of 1928. It was during Chief Quinn's administration that radio was introduced to police work and the teletype system installed. His administration also witnessed the drastic Communistic engineered waterfront strike of 1934. The San Francisco-Oakland Bay Bridge, the largest in the world, and the Golden Gate Bridge, the largest single span in the world, were opened to traffic in 1936 and 1937 respectively. Chief Quinn's tenure in office is exceeded only by former Chief Crowley who served a record 22 years.

Charles W. Dullea, well known for his accomplishments as an Inspector was Chief from February 15, 1940 until October of 1947. Dullea won wide acclaim for his effective administration during World War II and the policing of the World Peace Conference in 1945. During 1945, at the request of the Federal Government, commissioned officers of the United States Military Services were trained in police organization and administration at the San Francisco Police Academy.

Dullea was succeeded briefly by his deputy Chief, Michael Riordan. On January 13, 1948, Michael Mitchell was appointed Chief. Mitchell was followed by Michael Gaffey from January 2, 1951 until November 16, 1955, during which time the Tenth Commemorative Sessions of the United Nations were held in San Francisco. George Healy was Chief for three months following the retirement of Chief Gaffey.

On February 1, 1956, Francis J. Ahern was appointed Chief of Police.

Today the San Francisco Police Department numbers 1704 sworn members and 103 civilian employees; 172 automobiles, 9 wagons, 3 trucks, 1 van, 79 3-wheel motorcycles and 85 two-wheel motorcycles.



A YOUNG DEPARTMENT

The success of this department in its major areas of responsibility is due in no small measure to the fact that we have a young, active, virile patrol force; led and guided by men imbued with adequately sound and proven principles of leadership and supervision.

APPROXIMATELY ONE THOUSAND OF THE THIRTEEN HUNDRED EIGHTEEN PATROLMEN HAVE *LESS* THAN TEN YEARS SERVICE.



OLD HALL OF JUSTICE



PRESENT HALL OF JUSTICE



FUTURE HALL OF JUSTICE

San Franciscans will have in their new Hall of Justice, a modern, functional structure of which they may indeed be proud; a facility which will bring together under one roof all functions related to law enforcement. This longtime need is being made possible by the \$19,475,000 Bond Issue which was given overwhelming approval by the voters in 1956.

The new Hall of Justice will house the headquarters of the Police Department, together with the Police Academy, City Prison and the Southern Police Station; five Municipal criminal courts; three Municipal traffic courts; four Superior criminal courts; Sheriff's county detention jail; entire facilities for the District Attorney; criminal division of the County Clerk; and the Disaster Council and Corps.

Situated on a 7.9 acre site which has easy access to the Freeway, the building will have a gross area of 702,597 square feet. Adequate parking space for police vehicles, as well as public autos, is to be provided. As an added convenience, a heliport is to be located on the building roof.

Scheduled completion date for the new Hall of Justice is January, 1961. However, if no unusual difficulties arise, it might be completed sooner.

SELECTION

The key to future police success will in no small measure depend on the selection and training process. Members of the Academy Staff conduct a thorough and complete background investigation of all eligible candidates certified for appointment by the Civil Service Commission following comprehensive mental, physical and athletic examinations.

Any reasonable doubt as to the worth of a particular candidate is resolved against the candidate and in favor of the police service.

TRAINING

The Police Academy presently presents one of the most extensive recruit training programs to be found anywhere. The fourteen week course is unparalleled in its scope and depth. Combined with the latest technological advances in police science, today's recruit is required to actually apply such principles in the field during his course of training.

These modern concepts are presented by chosen experts within the Department, the District Attorney, the Adult Authority, the Probation Department, the Secret Service, the Federal Bureau of Investigation, the Juvenile Court, traffic safety experts, sociologists, psychiatrists, and other educators whose fields of study adapt themselves to the practical application of police science and tactics.

In the final analysis, the end result of all police activity other than traffic, must be judged by the presence or absence of crime.

San Francisco's success in the face of a tremendous upsurge of crime throughout the State and the Nation is indicative of the improved methods of operation coupled with the success of a public education program which covers the entire population from the child in kindergarten to the adult PTA members and the membership of the various fraternal, service and religious clubs or groups.

Qualified speakers have been provided for these groups to set forth clearly and graphically the crime problems confronting the community.

CRIME PREVENTION AND REPRESSION MUST BECOME EVERYBODY'S BUSINESS.

PATROL

The patrol force has truly been called the backbone of the Police Department. On duty twenty-four hours a day, seven days a week in all corners of the city, this thin blue line of defense against the human predator to whom your life, your property and your community mores present only a challenge to his cunning, ingenuity, force or violence. Upon the success of the patrol force will rest primarily the success of the entire Police Department.

The Bureau of Inspectors is responsible for the continued investigation of major crimes except those specifically assigned to the Juvenile Bureau.

A single case may take months of intensive, thorough painstaking investigation during which time every source of possible information is completely explored. Apprehension of the perpetrator does not end the case. Many times it constitutes only a beginning. Property must be recovered — evidence and testimony for Court Trial must be prepared and presented.

The Crime Laboratory and its offspring, the Mobile Crime Lab, present the opportunity to examine physical traces and clues left by the perpetrator at the scene of a crime. The Mobile Crime Lab is completely equipped with evidence gathering equipment and is staffed by specially trained physical evidence technicians. It is "on call" twenty-four hours a day to assist the investigator in the investigation of crimes. Its presence lends mute testimony to the modern concept that no stone be left unturned to apprehend the perpetrator of a crime.

JUVENILE BUREAU

This Bureau, staffed by experts in the field of juvenile activity, delinquent and non-delinquent, has made significant inroads into what nationally has become a topic of grave concern.

In the years 1952-57 inclusive, major crimes committed by juveniles have risen FIFTY-FIVE percent nationally.

In the same period SAN FRANCISCO has experienced a THIRTY-ONE percent increase.

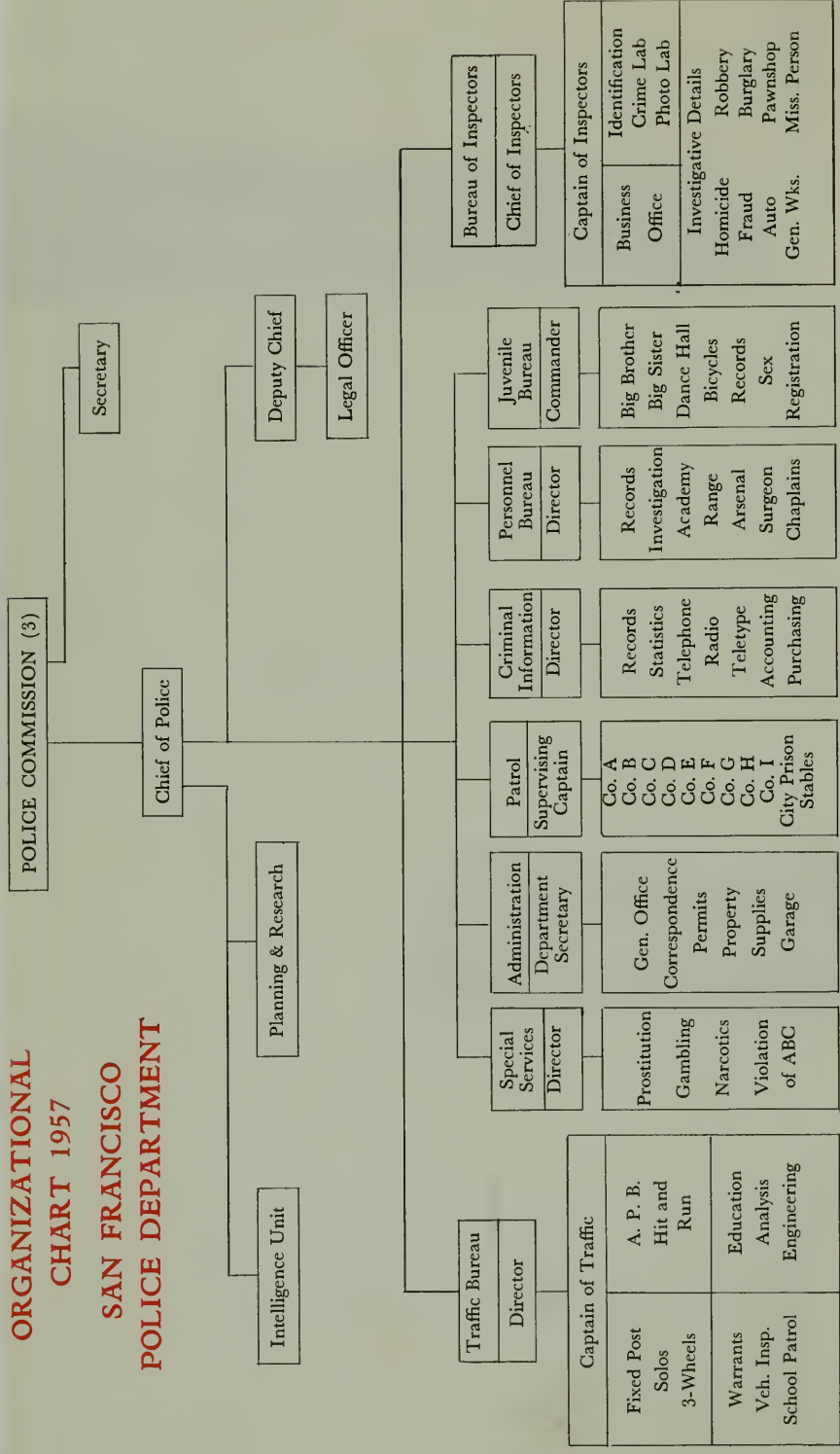
We have joined with all agencies concerned with youth on a cooperative basis. Each such agency freely discusses its problems and mutual solutions are placed in effect.

INTELLIGENCE UNIT

This unit is concerned with the repression of organized crime. Its methods of operation consist primarily in the gathering, compilation and exchange of information with similar units to the end that persons engaged in organized crime will not be allowed to gain a toehold for the future operation of their various "rackets."

ORGANIZATIONAL CHART 1957

SAN FRANCISCO POLICE DEPARTMENT



AUTHORIZED PERSONNEL

Chief of Police	1
Deputy Chief of Police	1
Chief of Inspectors	1
Director of Traffic	1
Supervising Captain	1
Department Secretary	1
Captain of Inspectors	1
Captain of Traffic	1
Director of Personnel	1
Director of Criminal Information	1
Director of Special Services	1
Criminologist	1
Captains	13
Lieutenants	46
Inspectors	105
Inspector of Junior Traffic	1
Inspector of Motor Vehicles	1
Rangemaster	1
Sergeants	206
Patrolmen	1318
Women Protective Officers	9
Secretary - Police Commission	1
Property Clerk	1
<hr/>	
TOTAL STRENGTH	1714



AUTHORIZED VEHICLES

Automobiles	172
Wagons	9
Trucks	3
Vans	1
3-Wheel Motorcycles	79
2-Wheel Motorcycles	85



NATIONAL CRIME TRENDS

A NEW HIGH IN CRIME

1956 was the first year in which total crimes exceeded the 2.5 million mark.

1957 shows an additional *half million* major crimes above 1956.

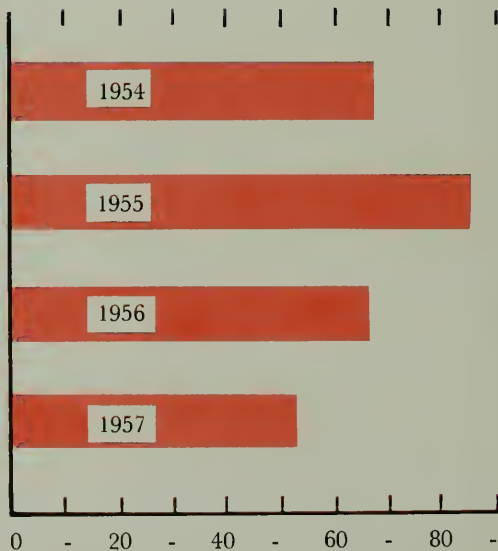
Crime nationally has increased almost four times as fast as population since 1950.

In spite of the fact that additional duties have been imposed upon this department, we were able not alone to combat this national rise, but in most cases to actually show a reduction in major offenses. This department has done everything within its power to cut crime to the absolute minimum.

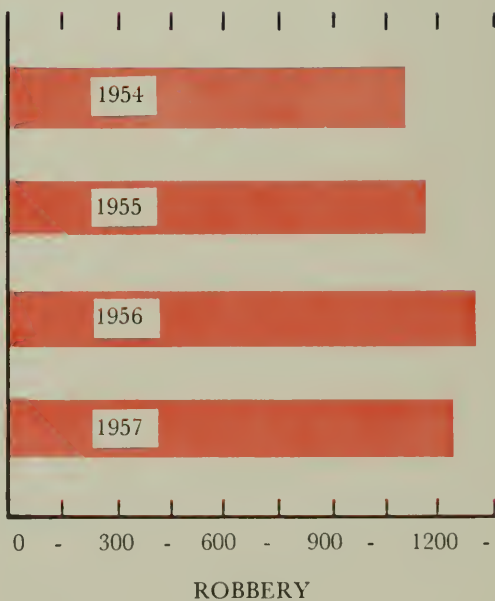
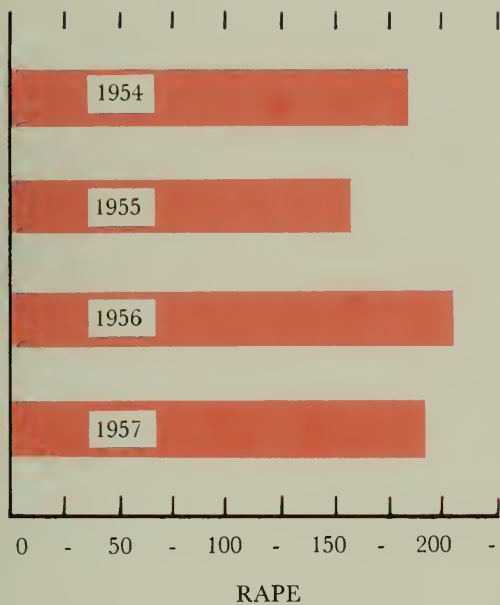


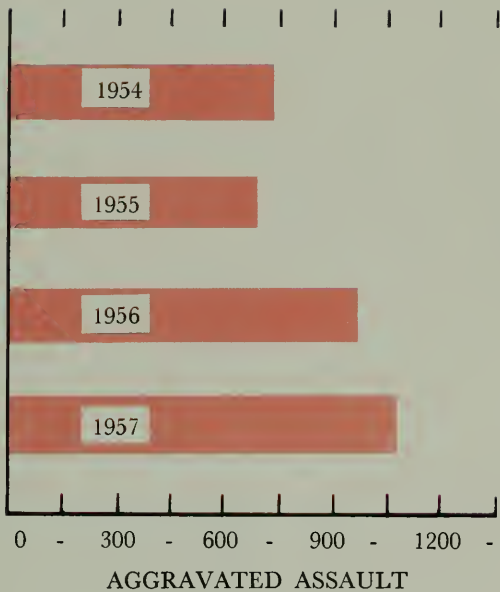
MURDER — NON-NEGLIGENT
MANSLAUGHTER

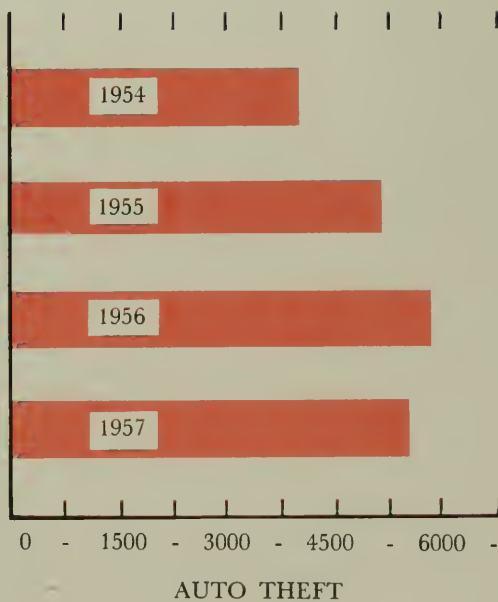
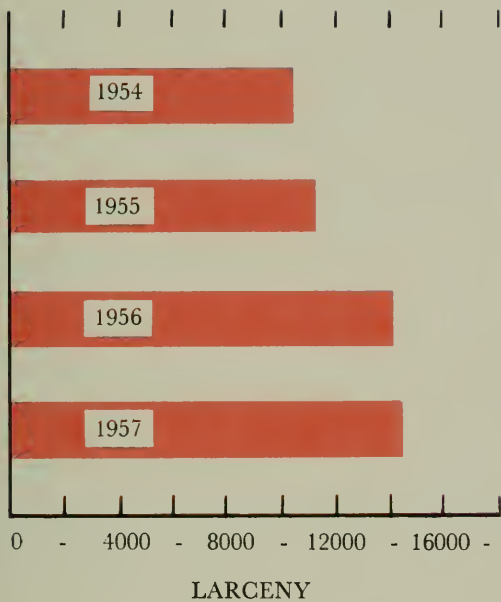
CRIME STATISTICS

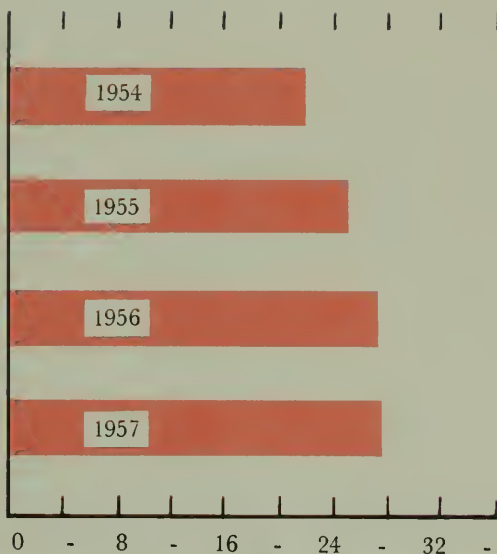


NEGLIGENT
MANSLAUGHTER

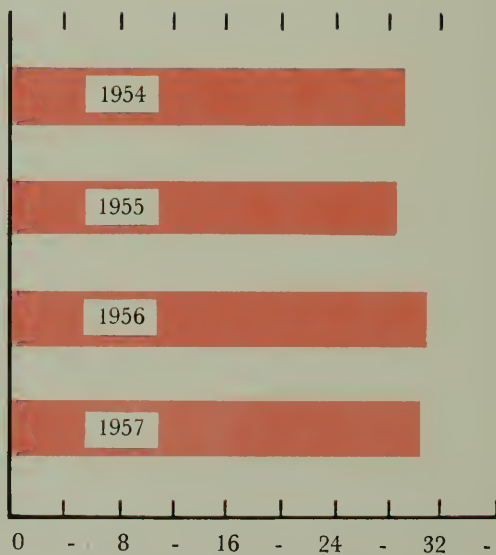








PART I — ACTUAL OFFENSES
in Thousands



PART I — ARRESTS
in Hundreds

COMPARATIVE STATISTICS

1956 - 1957 CRIME TRENDS

SAN FRANCISCO vs. OTHER AREAS*

TABLE 1

CLASSIFICATION	San Francisco	Nat'l Average Group I**	Pacific Coast	Calif.
Murder — Non-Negligent Manslaughter	-24.5%	-1.4%	+4.6%	+1.2%
Negligent Manslaughter	-21.6%	-.09%	+4.2%	+4.3%
Rape	-6.3%	+3.7%	+9.9%	+12.7%
Robbery	-6.7%	+8.1%	+14.6%	+14.0%
Aggravated Assault	+9.2%	+3.7%	+8.2%	+10.0%
Burglary	+10.4%	+12.2%	+18.4%	+18.7%
Larceny	+1.7%	+8.0%	+10.2%	+10.9%
Auto Theft	-5.0%	+9.9%	+16.1%	+15.4%
	+1.6%	+8.9%	+12.6%	+13.1%

*In terms of percent change 1957 vs. 1956.

**Cities of 250,000 plus population.

TABLE 2

CLASSIFICATION	San Francisco*	Nat'l Average Group I	Pacific Coast Average	Calif. Average
Murder — Non-Negligent Manslaughter	4.2	6.5	4.2	4.5
Negligent Manslaughter	6.6	4.4	----	----
Rape	23.6	23.7	----	----
Robbery	150.0	108.0	115.0	130.7
Aggravated Assault	131.9	130.8	118.6	144.3
Burglary	704.5	574.9	895.0	976.4
Larceny	1633.0	1256.0	2468.1	2561.5
Auto Theft	669.0	337.0	482.1	523.1

*Based upon 1957 estimated population 814,000 per Chamber of Commerce.

COMPARATIVE STATISTICS

TABLE 3

ACTUAL OFFENSES	1957	1956	Net Change 1956 - 1957	% Change 1956 - 1957
Murder — Non-Negligent Manslaughter	34	45	-11	-24.5%
Negligent Manslaughter	54	68	-14	-21.6%
Rape	192	205	-13	-6.3%
Robbery	1220	1309	-89	-6.7%
Aggravated Assault	1072	983	+89	+9.2%
Burglary	5730	5192	+538	+10.4%
Larceny	13299	13090	+209	+1.7%
Auto Theft	5444	5733	-289	-5.0%
Total Part I	27045	26625	+420	+1.6%

TABLE 4

ARRESTS MADE	1957	1956	Net Change 1956 - 1957	% Change 1956 - 1957
Murder — Non-Negligent Manslaughter	45	38	+7	+18.5%
Negligent Manslaughter	24	35	-11	-31.5%
Rape	81	70	+11	+15.8%
Robbery	284	283	+1	+0.3%
Aggravated Assault	236	247	-11	-4.5%
Burglary	489	455	+34	+7.3%
Larceny	1325	1351	-26	-1.9%
Auto Theft	573	582	-9	-1.5%
Total Part I	3057	3061	-4	-0.1%

TRAFFIC

San Francisco from the viewpoint of traffic congestion potential presents one of the most challenging problems in the world. Per square mile, more vehicles are registered than in any other like community. LOS ANGELES numerically has more vehicles, but, when considered on a square mile basis — *SAN FRANCISCO HAS EIGHT TIMES THE NUMBER OF VEHICLES PER SQUARE MILE.*

ACCIDENT PICTURE

In spite of the unprecedented increase in motor vehicle operation during the past year, it is interesting to note that *1957 HAD ONLY ONE ACCIDENT MORE THAN 1956.*

This excellent record is due in no small part to the complete analysis of all reported accidents;

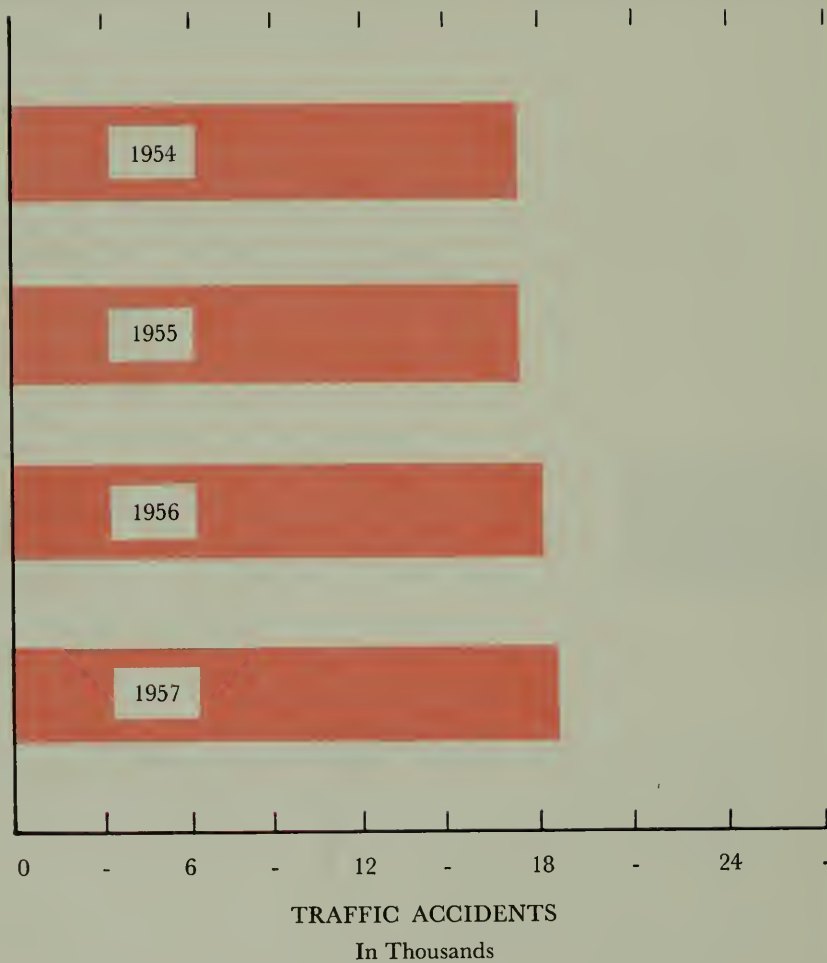
followed by

an unrelenting educational program

plus

applied selective enforcement assignments of personnel not only on a daily basis, but an hourly basis within the day.

COMPARATIVE STATISTICS



DRUNK ARREST DATA

One of the most time consuming non-productive activities of the officer on patrol is the arrest, search, transportation and booking of an intoxicated person. It is non-productive in that it consumes valuable time which might otherwise be spent in crime prevention and crime repression activities.

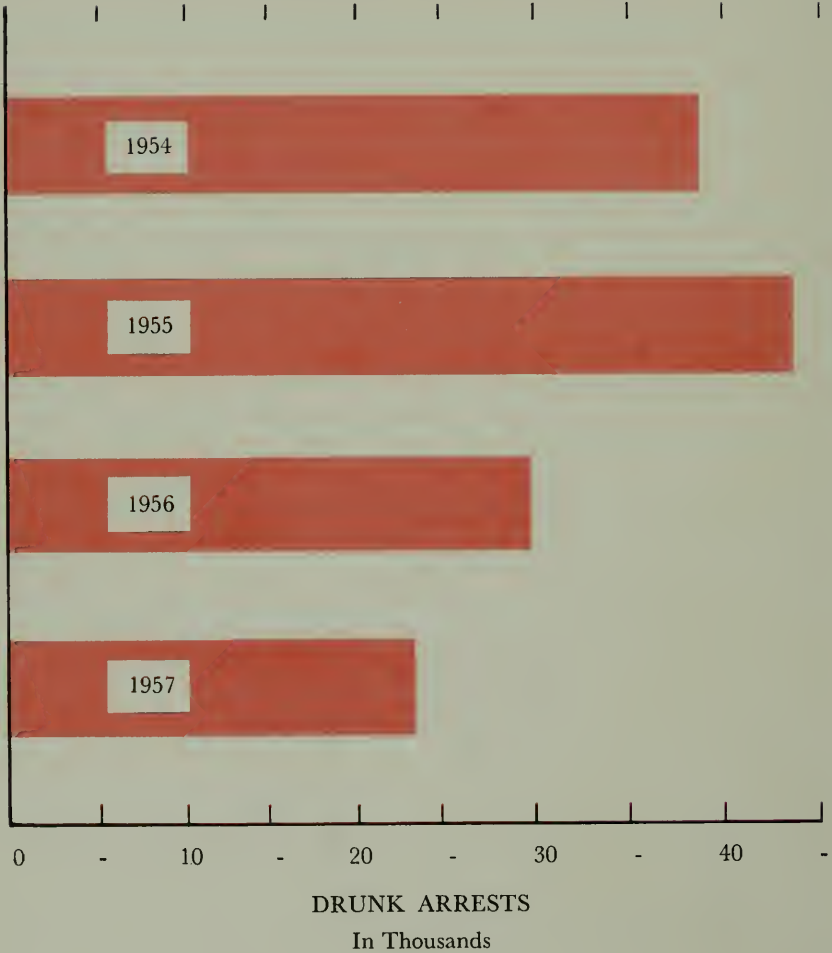
In July 1956, the former "release when sober" policy was abandoned and in its place was substituted an actual court appearance by each defendant so that the courts and agencies concerned with the overall problem could examine at first hand the poor unfortunates creating the problem. It allowed them to bring to bear such help, psychiatric or otherwise, as would assist in the alleviation of the volume and possible elimination of the problem.

Each year these drunk arrests had been gradually rising. It is interesting to note that with the closing of the "revolving door" these drunk arrests have taken a sharp decrease:

1954	.	.	.	.	38,865
1955	.	.	.	.	43,732
1956	.	.	.	.	32,968*
1957	.	.	.	.	22,681

*The new policy of handling these cases was inaugurated and put into actual practice July through December of 1956.

COMPARATIVE STATISTICS



LAW ENFORCEMENT CODE OF ETHICS

AS A LAW ENFORCEMENT OFFICER, my fundamental duty is to serve mankind; to safeguard lives and property; to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the Constitutional rights of all men to liberty, equality and justice.

I will keep my private life unsullied as an example to all; maintain courageous calm in the face of danger, scorn, or ridicule; develop self-restraint; and be constantly mindful of the welfare of others. Honest in thought and deed in both my personal and official life, I will be exemplary in obeying the laws of the land and the regulations of my department. Whatever I see or hear of a confidential nature or that is confided to me in my official capacity will be kept ever secret unless revelation is necessary in the performance of my duty.

I will never act officiously or permit personal feelings, prejudices, animosities, or friendships to influence my decisions. With no compromise for crime and with relentless prosecution of criminals, I will enforce the law courteously and appropriately without fear or favor, malice or ill will, never employing unnecessary force or violence and never accepting gratuities.

I recognize the badge of my office as a symbol of public faith, and I accept it as a public trust to be held so long as I am true to the ethics of police service. I will constantly strive to achieve these objectives and ideals, DEDICATING MYSELF BEFORE GOD TO MY CHOSEN PROFESSION . . . LAW ENFORCEMENT.

200-5-659
~~43-5-1167~~

